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ABSTRACT

This document is a draft of a proposed city of Portland, Oregon, school policy. Four themes run through the document: (1) neighborhood revitalization, (2) best use of public facilities, (3) greater efficiency in human services, and (4) the best use of public funds. In particular the policies address questions of equal access to education, school closures, facility sharing, parks and recreation, safety, the arts in education, human services, youth employment, and general city services. This document is the first major definition of the city's relationship with the city's school district and other educational institutions in the city. Each chapter discusses goals, policies, background, and sample programs, and the appendices list the city's response to school closures, school crossing lanes and safety patrols, and the public schools' goals of education. (Author/LD)

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CITY OF PORTLAND, OREGON

CITY SCHOOL POLICY

THE CITY SCHOOL POLICY COMMITTEE
NEIL GOLDSCHMIDT, MAYOR

FEBRUARY, 1979

DISCUSSION DRAFT

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EA 011 483

CITY SCHOOL POLICY

CITY OF PORTLAND, OREGON

FEBRUARY, 1979

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THE CITY OF PORTLAND OREGON

CONTENTS

Introduction 5

Policy Statements 7

1. Equal Access to Education 8

2. School Closures 10

3. Facility Use and Facility Sharing 12

4. Parks and Recreation 14

5. The City as Teacher 16

6. Safety 18

7. The Arts in Education 20

8. Human Services 22

9. Youth Employment 24

10. Services and Priorities 26

Appendix I: City Response to School Closures 28

Appendix II: School Crossing Lanes and Safety Patrols 29

Appendix III: The Portland Public Schools' Goals of Education for Portland Children 30

CITY OF PORTLAND PROPOSED SCHOOL POLICY

INTRODUCTION

This is the discussion draft of a proposed City of Portland School Policy. The Policy is intended for public review and commentary and will be presented for consideration by the City Council in Spring, 1979.

The City School Policy will provide the first major definition of the City's relationship with School District #1 (the Portland Public Schools) and with other educational institutions within the City. In preparing this draft, the City School Policy Committee has coordinated its work with other City efforts, including the City Housing Policy, the Comprehensive Planning process, and the Community Development Plan which is being developed. Future City policy planning should take into account the goals of the City School Policy.

Four themes run through the proposed School Policy, themes by which the success of the policy must be measured: (1) the policy should provide support for the rejuvenation and maintenance of City neighborhoods; (2) the policy should help to promote the best use of public facilities; (3) the policy should help to provide more efficient delivery of certain human services; and (4) the policy should protect past investments in schools, parks, and homes, by assuring the wisest use of public funds.

On each school day more than 60,000 Portlanders -- students, teachers, and staff -- can be found at the Portland Public Schools. After school and on weekends, Portland citizens use the schools extensively for meetings, adult education classes, recreation, and other purposes. Implementation of the proposed School Policy should continue and encourage even greater public use of these public facilities.

Over 100 programmatic and service relationships now exist between City bureaus and the Portland schools. These relationships are documented in "Programs and Activities in Education in City Bureaus," published by the Committee as a companion to the proposed policy. Most of these City/School relationships have grown up naturally and comfortably over periods of years -- even decades. The passage of the City School Policy should strengthen these past efforts and assure their continuation.

The proposed School Policy is directed toward people from several different spheres of City life:

- -The policies speak to City staff people, to encourage them to participate creatively in support and promotion of the goals of the City School Policy.

- -The policies speak to City managers, to give them a framework for making decisions about their bureaus' activities and priorities in relation to schools.

-The policies speak to the Board of Education and to the staff of the Portland Public Schools, to clarify the City's position on issues of mutual interest, and to help School District planners take advantage of shared resources.

-And most importantly, the policies speak to the citizens of Portland, to acknowledge the extent of our current City School activities, and to encourage citizen participation in the planning and implementation of City School programs in the future.

Some twenty years ago, at a time of increasing school enrollments, the City and the Portland Public Schools engaged in a joint planning effort called "Land for Schools." In describing their goals, the City and School District planners wrote:

> Added to its function of education, the public elementary school is an all important device for creating and maintaining an environment favorable to good home living. The school is basically a service element to a group of homes.

Now in a time of rapidly declining school enrollments, the proposed School Policy carries on both the practicality and idealism of past efforts like "Land for Schools." The Policy arises from a history of successful cooperation among public agencies, and it is aimed at continuing such cooperation in the future, for the good of all Portlanders, school-children and adults alike.

Neil Goldschmidt, Mayor
City of Portland

The City School Policy Committee

Charlotte Beeman, Chairperson, City School Liaison
Karen Baldwin, Bureau of Planning
Doug Bridges, Bureau of Parks and Recreation
Sarah Newhall, Bureau of Human Resources
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NOTE: The following definitions may be useful.

Goal: A statement of long-term commitment.

Policy: A statement of particular commitments that can be supported by action. Policies help one reach goals.

Program: An activity or group of related activities pursued by an agency such as a City bureau.

1. EQUAL ACCESS TO EDUCATION

GOAL

Promote equal access to and benefits from quality education for all Portland residents regardless of their race, sex, age, religion, handicap, or their economic or cultural background.

POLICIES

1. To place a high priority on City programs and services which supplement and support the services of the Portland Public Schools.

2. To support School District #1 in its goals and programs for racial integration of the public schools through City programs in housing and social services.

3. To support School District #1's programs in bilingual education through programs in housing, employment, recreation, and social services.

4. To locate public housing in a way that will minimize the concentration of new public housing projects for families in areas which now have a high percentage of low income or minority students.

5. To improve access for the physically handicapped to education programs supported by the City.

6. To promote balance in the City's population, thereby improving the balance of the population in the City's schools.

BACKGROUND

With certain exceptions, all children between the ages of 7-18 who have not completed the twelfth grade are required by Oregon law to attend school in their local school district. School District #1 (the Portland Public Schools) has the primary responsibility for providing a free, public education for Portland's children. In fall, 1978, the Portland Public Schools enrolled 55,000 students. Private and religious schools in the Metropolitan area enrolled approximately 13,000 students. Colleges and universities in the City enroll nearly 30,000 students each year; adult education and community college programs will enroll approximately 100,000 students in 1978-79.

Greater demands for educational services continue to be placed on the schools by the federal and state governments as well as by parents and other local citizens. These demands are in such areas as expanded curricula; competency-based education; provision for the special needs of the handicapped, non-English speaking, and gifted students; racial integration; and a range of community services. The City must accept responsibility for providing support to the public schools to help meet these demands.

Affirmative programs toward racial integration of the schools have been

adopted by the School District since the 1960's. Although none of these programs has been mandated by the courts, Federal and State laws have had a strong influence on School District decisions:

1. The 1954 Supreme Court decision in Brown versus the Board of Education outlawing de jure segregation in public schools; and

2. Oregon law directing the State Board of Education to establish rules to ensure that "no person in Oregon shall be subjected to discrimination in any public elementary, secondary, or other school."

School District #1 operates under a School Board resolution to "reduce and eliminate racial isolation of minority children in its schools and to achieve and maintain a racially integrated educational program." Toward these ends, the District has established programs including administrative transfers, early childhood education centers, and middle schools. Though more than 50% of Portland's black students attended racially isolated schools in 1963, fewer than 20% of the City's black students attend racially isolated schools today, while during that period the black student population of the District has increased from 8% to 14%.

The Portland Public Schools are in their second year of implementation of programs mandated by the Federal "Education for All Handicapped Children Act of 1975." The act requires that all qualified handicapped children must have a free appropriate education in the most normal setting possible. The District serves nearly 2,700 handicapped students in 1978-79. The City's Handicapped Assistance Program has identified the opportunity and responsibility for the City to support PPS programs for integration of the handicapped.

Bilingual education programs mandated by law have expanded rapidly since 1975. The Portland Public Schools currently serve over 1,400 students from 42 different language groups.

Several existing City programs and policies provide support for the goal of equal access to education. The Metropolitan Human Relations Commission, a City-County agency, in 1978, ranked promotion of equal access to education as its first priority. The City Housing Policy includes a Fair Housing policy with the objective "to encourage racial and economic mix to the extent possible in publicly assisted housing.

SAMPLE PROGRAMS IN SUPPORT OF EQUAL ACCESS TO EDUCATION

EXISTING PROGRAMS	BUREAU	OTHER PARTICIPANTS
Housing & Community Development Programs to increase integration of housing	HCD; OPD	Private lenders
Education Committee activities in research and monitoring of integration programs	MHRC	Various
City Marketing Program	PDC	Realtors; PPS; Various
POTENTIAL NEW PROGRAM		
Exploration of City/School cooperative renovation of buildings for handicapped access	OMS; Facilities Mngmt.	PPS

2. SCHOOL CLOSURES

GOAL

Support programs to help keep public schools open.

POLICIES

1. To encourage the development of programs which reinforce schools as the focal points of neighborhood activity.

2. To give preference to options for the use of schools which maintain primary grades in neighborhood schools.

3. To cooperate in identifying potential complementary programs, public and private, which could share under-filled schools.

4. To limit capital investment in new public facilities by making the most efficient use of existing neighborhood facilities. including schools.

5. To maintain parental and other public involvement in schools through neighborhood associations and citizen advisory committees.

6. To establish procedures for evaluation of any contemplated school closures. (See Appendix I.)

7. To support school closures only when procedures for evaluation of closures have been followed and options for keeping the school open have been exhausted.

BACKGROUND

School District #1 currently operates 138 elementary and secondary schools throughout Portland, including 102 regular schools and 36 special schools.

School enrollment in the Portland Public Schools has declined nearly 30% in the past decade, from 78,000 to 55,000 students. Projected enrollments for the next several years indicate a period of continued decline followed by modest growth. It is not predicted that enrollment will return to the level of the late 1960's at any time in this century.

Of the 89 elementary, primary, and middle schools in the District, nearly half operate at least 20% below capacity. Already 10 schools have been closed since 1970. Declining enrollment and excess space in schools mean that the School District will be seeking solutions for the problem of under-enrollment for the next several years.

The City's concern with school closures derives from the City's concern for neighborhoods. A healthy, stable neighborhood depends on people's access to a number of facilities and services: housing, transportation, parks, churches, groceries, and community centers -- and schools. In many neighborhoods the school is the focus of neighborhood attention, even for families without children. When parents and other neighbors take an interest in their schools, the school programs can be strengthened, and the neighborhood will be stronger as well.

In other cities, shared use of buildings, in old and new ways, has helped to turn under-utilized schools into neighborhood assets. The City of Portland recognizes that shared use cannot answer every potential school closure. In some cases, other City or School District policies (such as integration policies) will take precedence over keeping a school open. Under-enrollment can also threaten the quality of education in the upper grades, where specialized teaching and more elaborate equipment and facilities may be needed.

However, the physical requirements for a successful primary (grades K-4) school are not extensive. For certain programs, small school size may be an advantage. And parents place a special emphasis on the value of keeping younger children in nearby schools. The combination of these elements suggests that in most cases a sound educational program for the primary grades can be maintained in a building with declined enrollment. If appropriate use is made of the surplus space, keeping the school open can be made economically sound as well.

The City Housing Policy's objectives on Housing Choice and Neighborhood Stability include these statements: "To maximize the use of existing facilities including schools... (and) to increase the school population in Portland, preventing widespread school closures, and the consequent under-utilization of public facilities." While it is important to continue programs to make Portland attractive to families with children, City actions which recognize declining enrollment as a fact and promote alternative uses for under-utilized schools may prove more significant than actions designed to increase the school population.

SAMPLE PROGRAMS IN SUPPORT OF THESE POLICIES

EXISTING PROGRAMS	BUREAU	OTHER PARTICIPANTS
Exploration of modified or joint use of facilities by City or other agencies	BHR: Planning; Facilities Mngmt.; City School Liaison	PPS; Various
Community School Program	Parks	PPS; Various
King Neighborhood Facility	Parks; ONA; Facilities Mngmt.	PPS; Various
Citizen Planning Activities	ONA; Planning	PPS: Citizen Advisory Comm.; Various
POTENTIAL PROGRAMS		
Analysis of threatened school closures according to recommended procedure*	Planning; ONA; OMS; Facilities Mngmt.; City School Liaison	PPS
Brooklyn School Project	Parks	PPS

*See Appendix I

3. FACILITY USE AND FACILITY SHARING

GOAL

Encourage the cooperative programming of City and School District land and facilities to allow for the best use by citizens of all ages.

POLICIES

1. To provide and maintain City facilities for public use including the regular use by schools and school groups.

2. To establish with other public agencies reciprocal agreements for the maintenance and use of certain facilities.

3. To cooperate with School District #1 in the planning, acquisition, maintenance, and disposal of certain facilities and properties, with special regard for correlating such investments with City and School District policies in housing, neighborhood revitalization, energy conservation, and school integration.

4. To regulate rental policies of City facilities such as the Civic Auditorium and Civic Stadium to assure fair treatment of schools and youth groups.

5. To coordinate City capital improvement projects with School District projects to provide both cost effectiveness and best service to the neighborhoods involved.

6. To convert portions of an existing school into a senior service center, and to explore placement of other City human service programs at schools in the future.

BACKGROUND

Agreements for shared use of City and School District properties reflect the knowledge that the City and the District share the same constituency. The same public has bought and paid for the facilities operated by both the City and the Portland Public Schools. Public buildings and lands should serve the people, not the agencies under whose names the buildings or lands are managed.

The Portland Public Schools and other educational institutions make frequent use of the Civic Auditorium, Civic Stadium, and Memorial Coliseum for graduation exercises, cultural events, exhibitions, and other uses. In fact, over half the annual rentals of the Civic Stadium are from colleges and high schools.

School use of City facilities which are also rented to professional sports teams, arts organizations, and the like, sometimes seems to conflict with the most profitable use of the space. However, the introduction of students from Portland and the metropolitan area to these facilities may lead to the students' enjoyment of similar activities throughout their adult lives. The cooperation of City agencies in keeping down costs for these rentals and related services is essential in making the facilities available for students and schools.

Because the School District for many years pursued a policy of building neighborhood schools, existing schools now operate as important centers for neighborhood meetings, community education classes, recreation, and other public uses. The Portland Public Schools were open for 41,865 community uses last year, over 90% without charge. The Office of Neighborhood Associations and other City bureaus accounted for over 120 of these free uses of school space.

The potential exists for sharing of space for other City and School programs. In 1978, PPS planners identified over 200 classrooms available because of declines in school enrollment. Seventeen City and City-County agencies currently rent space in fourteen buildings in Portland. Not all City programs or offices would make appropriate complementary use of space in schools, but for programs which are compatible, conversion of existing space in a school would cost significantly less than construction of new space or continued rental of private office space.

Special considerations such as accessibility for the handicapped, energy efficiency, and availability of related services should also present opportunities for joint City and School District facility planning. Coordinated capital improvements and bond issues may prove feasible. Overall, increased attention to the cost efficiency of public agencies should encourage planners to take into account the best combined use of City and District facilities rather than to continue making decisions based on the best use by single bodies.

SAMPLE PROGRAMS IN SUPPORT OF FACILITY SHARING

EXISTING PROGRAMS	BUREAU	OTHER PARTICIPANTS
Development of tracks, pools, and other capital improvements at Schools	Parks	PPS
King Neighborhood Facility Agreement	ONA; Facilities Mngmt.	PPS
King & Brooklyn School Projects	Parks	PPS
Service/Facility exchange for transmitter and receiver sites	Emerg. Comm.; Police	PPS
POTENTIAL PROGRAMS		
Location of a Senior Service Center at an existing elementary school	BHR	PPS; Various
Exploration of increased joint use of facilities through rental or service contracts	Facilities Mngmt.; Parks; BHR	PPS
Review of Civic Stadium, Memorial Coliseum, Civic Auditorium rental policies	ER Commission; Civic Aud.	
Archives Project	Auditor	PPS

4. PARKS AND RECREATION

GOAL

Encourage the maximum use of public facilities for recreation through reciprocal programming of School District and City Park and recreation facilities.

POLICIES

1. To give preference, in the planning of parks and recreation facilities, to developments in park-deficient areas at sites adjacent to schools.

2. To coordinate budgeting and scheduling of park improvements with School District plans to make the most positive economic and social contribution to the neighborhood concerned.

3. To maintain City-wide procedures for use in Park Bureau programs that relate to the programs of the Portland Public Schools.

4. To provide a variety of educational, social, cultural, health, recreational, and community betterment activities for all ages through programs such as Community Schools operating in cooperation with the Portland Public Schools.

BACKGROUND

Portlanders can see the results of Park Bureau/Portland Public School cooperation in almost every neighborhood in the City. Thirty-one City parks adjacent to schools are used by student recreation programs. PPS classes use baseball fields in 11 City parks, softball fields in 12 parks, football fields in 6 parks, soccer fields in 17 parks, and tennis courts in 24 parks. Five pools, 4 on school grounds, are jointly maintained for use by the students and public.

After school, the Park Bureau schedules 44 school gyms for public recreation. Special recreation programs for the handicapped also use PPS facilities. These various park and school programs depend on the cooperation of individual principals, custodians, and recreation leaders for their success.

Since 1972, the School District and the Park Bureau have jointly sponsored a Community School Program designed to expand the role of the school into a center of neighborhood activity for people of all ages. Community school leaders and their citizen advisors try to assess the needs of the school neighborhood and to find neighborhood resources -- whether in adult education, arts and crafts, social services, recreation, or any other areas -- to meet those needs.

Park Bureau cultural facilities such as the Children's Museum, Multnomah Art Center, and Firehouse Theater, serve students and school groups as well as the general public.

School District and City planners have for many years tried to correlate the placement of schools and parks. In analysis of future City park needs, it has been determined that many existing parks near schools have never been

fully developed. Twelve City neighborhoods are now without a fully developed and usable park within the radius of one mile. Joint development and programming of school and park properties in these neighborhoods can increase the use and flexibility of the facilities, while simultaneously helping to make the neighborhoods more attractive for the residents.

In the future, the City Council may wish to adopt a policy on the management of requests for Park Bureau developments of school playgrounds. Currently, such projects may be recommended through the neighborhood needs surveys and the regular Park Bureau Capital Improvement Program process.

Outdoor education in the Portland Public Schools depends largely on County facilities. Outdoor education programs in City parks may be developed through coordination of local, regional, and national resources.

SAMPLE PROGRAMS IN SUPPORT OF PARKS AND RECREATION GOAL

EXISTING PROGRAMS	BUREAU	OTHER PARTICIPANTS
Community School Program	Parks	PPS
Recreation Division Programs in athletics, aquatics, special recreation, community centers, etc.	Parks	PPS; Various
King School improvements and programming	Parks	PPS; various
Brooklyn School improvements and programming	Parks	PPS
POTENTIAL PROGRAMS		
Development of joint use and maintenance procedures for City-wide application	Parks	PPS
Capital Improvement Projects: development of neighborhood parks at school sites; joint development of pools, tracks, etc.	Parks	PPS
Outdoor Education Programming	Parks	PPS
Increased coordination of personnel and programming for in-school and out-of-school recreation	Parks	PPS

5. THE CITY AS TEACHER

GOAL

Help to educate Portland's citizens concerning the nature of government services and the political system for the delivery of those services so that Portlanders may become active participants in City life and enjoy full access to City services.

POLICIES

1. To provide public information services through tours, publications, and speakers provided by the appropriate bureaus.

2. To maintain the accessibility of City facilities such as the Pittock Mansion and Children's Museum.

3. To expand the possibilities for life-long learning for Portland residents through the Community School Program sponsored by the Bureau of Parks and the Portland Public Schools.

4. To distribute information to adults and youth about crime prevention and safety on the streets, at work, and at home.

5. To encourage the support of those private organizations which provide programs whose mission is to help teach Portland residents and visitors about the City's historical and architectural heritage.

BACKGROUND

The Portland Public Schools are committed to providing each student with the opportunity to develop an understanding of our political system and legal institutions so that each student may become an effective citizen. (See Appendix III.) The City plays an important supporting role in teaching its students -- and other citizens -- about our political system and institutions.

The Community School Program operated by the Park Bureau in cooperation with the School District, the Youth Service Centers operated by the Bureau of Human Resources, the Office of Neighborhood Associations, and the Metropolitan Youth Commission have each been created to help match individual needs with community resources. As well as providing direct services, each of these bureaus and programs cooperates with a number of agencies to make information accessible to people of all ages.

A number of City bureaus provide speakers for schools and other groups; a few have established speakers' bureaus with personnel trained to discuss a variety of topics. Tours of City water and sewage treatment facilities accommodate groups from the metropolitan area, as do tours of the Civic Auditorium and other City sites. The activities of the Children's Museum and Pittock Mansion, among other special facilities operated by the Park Bureau, can be described almost entirely as promoting the goal of the City as Teacher.

The participation of City Police and Fire Bureaus in safety education classes in the public and private schools, as authorized by Oregon Law and School District policy, promotes good will for the City and should result in safer

streets and homes for all citizens.

Most City bureaus could participate in "City as Teacher" programs. A well-informed public will cooperate more effectively with City agencies and may have fewer remonstrances. The coordination of City public information efforts which go into the schools can assure the educational quality of the presentations, and can involve the shared skills of people from a number of bureaus and agencies.

SAMPLE PROGRAMS IN SUPPORT OF THE CITY AS TEACHER

EXISTING PROGRAMS	BUREAU	OTHER PARTICIPANTS
Community School Program	Parks	PPS
Youth forums and publications	MYC	Various
Safety education material and programs	Traffic Eng.; Fire; Police	PPS; Various
Children's Museum Programs	Parks	PPS; Various
Pittock Mansion Programs	Parks	Various
Tours of City facilities	Civic Aud.; Public Works	PPS; Various
Speakers for school groups	Fire; ONA; CCCOA; BNE	PPS; Various
Participation in research programs on noise effects	BNE	University of Oregon
Tours of architectural landmarks, neighborhoods; etc.		Junior League; PPS; American Institute of Architects; Portland Walking Tours; Historical Society; Others
Police Museum		Police Historical Society, Local Business
POTENTIAL PROGRAMS		
City Services Directory explaining the function of bureaus and facilities to youth	MYC	
Coordination of City-as-Teacher Programs	City School Liaison	PPS
Outreach Programs and public information for handicapped students	OMS	

6. SAFETY

GOAL

Support programs to assure the safety of citizens of all ages, and particularly of children on their way to and from school.

POLICIES

1. To establish and maintain safe school crossings at public and private schools throughout the City.

2. To train and equip student traffic patrols.

3. To operate an adult guard program jointly with cooperating schools.

4. To establish procedures for regulation of safety programs at school crossings. (See Appendix II.)

5. To make information available to adults and youth about crime prevention and safety on the streets, at work, and at home.

BACKGROUND

Fire prevention and safety programs in schools are mandated by State law and School District policy. The City bureaus cooperate with PPS and local private schools in safety programs in accordance with these existing laws and policies.

City-School cooperation on school traffic safety programs dates from 1925. National traffic safety experts have recognized that only with shared responsibility for child safety at school crossings can effective programs be designed and operated. Portland's programs have succeeded in keeping pedestrian accidents at a minimum level, with only two serious injuries in 53 years of cooperation. No student fatalities at patrolled crossings during school hours have been recorded in that time.

Adult crossing guards are used by a number of local School Districts in place of or to supplement student safety patrols. A survey of Northwest districts conducted by the City School Policy Committee shows that in some cases city governments pay 100% of adult guard costs; in other instances, school districts pay 100% of adult guard costs. The 50-50 City-School cost sharing in effect in Portland since 1976 seems unique, equitable, and effective.

Safety efforts must be cooperative. City and School District police, principals, parents, teachers, and students need to be aware of each other and to reinforce one another's efforts on behalf of safety at school and in the community. It makes more sense -- and it is less expensive -- to prevent accidents and vandalism before they happen, rather than to try to repair the damage once it has been done.

SAMPLE PROGRAMS IN SUPPORT OF SAFETY POLICIES

EXISTING PROGRAMS	BUREAU	OTHER PARTICIPANTS
Fire inspections of schools	Fire	Schools
Fire safety presentations; contests; drills	Fire	PPS; PSU; Others
Physical projects (signs and signals) to promote safety at schools	Traffic Eng.; Maintenance	
School Safety Education Officers (automobile, bicycle, pedestrian safety; training of student patrols; etc.)	Police	PPS; Other Schools; Sears
Cooperation with School District Police	Police	PPS
Student Traffic Patrol Program	Traffic Eng.; Police	PPS
Adult Guard Program	Traffic Eng	PPS
Youth Crime Prevention	Police	PPS; LEAA: Various
POTENTIAL PROGRAMS		
Consultation on loss control through on the job safety	Financial Affairs	Various
Exploration of physical improvements for bicyclists enroute to and from schools	Streets; Parks	
Increased enforcement of laws protecting and regulating bicyclists	Police; Streets	
Clarification of joint responsibility for safety at adjacent school/park sites	Police; Parks	PPS

7. THE ARTS IN EDUCATION

GOAL

Endeavor to provide support for arts programs and individual artists, including programs designed especially for school children both as participants and as audiences.

POLICIES

1. To provide cultural training programs and performances through Park Bureau programs operating at school sites and City facilities.

2. To promote the use of professional artists to supplement school programs.

3. To encourage the attendance of school groups and youth at cultural events throughout the City.

4. To encourage coordination of scheduling among the Civic Auditorium, Jefferson High School Performing Arts Program, and other arts sponsors.

BACKGROUND

The arts are an essential part of City life. From purely esthetic reasons through purely economic reasons, the arts play a major role in any definition of what a City is and what it may become. The arts help us to know what other people have perceived, felt, and dreamed, and they help us to express our own perceptions, feelings, and dreams to others.

The arts encourage tourism and contribute both directly and indirectly to the City's economy. Theaters and museums are important attractions to downtown Portland. (According to a recent Congressional survey, cultural attractions rank high -- above such factors as property tax rates and labor costs -- among the reasons that business leaders choose to expand or relocate their corporations in various cities.) A city differs from the countryside or the suburbs because of the variety of its people and of things to do and see. The arts give people a chance to take part in and celebrate this diversity of life.

In Portland, the City-County Metropolitan Arts Commission acts as an arts advocate as well as providing direct grants to arts organizations. The Bureau of Parks and Recreation provides cultural training programs at scores of locations, including schools. City-supported programs in the arts are aimed at all age groups, from pre-school through senior citizens, and serve beginners through advanced art students. Youth concerts in neighborhoods and at the Civic Auditorium receive the support of City agencies at each step from the scheduling of the events through the parking of the school buses.

Arts in education programs make schools into places where the arts become tools for learning as well as being appreciated in their own right. Exposure to the arts through school programs introduces youths to careers in dozens of arts-related professions. The arts have also proved to be useful

tools in education for handicapped children and for the talented and gifted.

In addition, school arts programs serve the City through promoting inter-racial understanding and cooperation by giving youth the chance to learn and take part in the cultural values and traditions of other people.

The Portland Public Schools' goals directly acknowledge the importance of arts in education. (See Appendix III.) PPS Music, Art, and Performing Arts Programs employ over 100 professional artist-teachers for students at all grade levels. The Performing Arts and Music Magnet Programs at Jefferson High School combine academic studies with arts training; national touring companies supplement the Jefferson staff and regularly perform for the general public as well as for students.

SAMPLE PROGRAMS IN SUPPORT OF ARTS IN EDUCATION

EXISTING PROGRAMS	BUREAU	OTHER PARTICIPANTS
Grants to organizations with in-school arts programs	MAC	Various
Cultural training and performance programs	Parks	Various
Community School arts programs	Parks; MAC	PPS; Various
Support services for youth concerts, etc.	Police; Civic Aud.	Various
Advocacy of Arts in Education	MAC	
POTENTIAL PROGRAM		
Pilot programs to increase youth attendance at cultural events/ facilities	MAC; CETA	Various

8. HUMAN SERVICES

GOAL

Promote the efficient and accessible delivery of neighborhood-based social services through schools.

POLICIES

1. To develop a plan with the Portland Public Schools to use school facilities for the delivery of youth and aging services.

2. To support youths who have school-related problems by providing direct social services and by effecting school programs to address better the needs of these youths.

3. To promote programs in schools addressed to the problem of youth delinquency.

4. To provide services in schools for senior citizens to promote their interaction with other age groups.

BACKGROUND

The Bureau of Human Resources has the mission of providing training and employment services for all citizens, as well as special services for the City's youth and senior citizens.

The City funds five Youth Service Centers through the Bureau of Human Resources. The Centers exist to help youth who are having problems in their neighborhoods or their schools. Last year nearly 3,500 youth were referred to the Centers by the courts, the police, their families, or their schools. School-related problems were the prime reason for 10% of the referrals; more than half of the youth received educational assistance of some kind from the Youth Service Centers.

The Child Development Specialist Program for elementary students in the Portland Public Schools has been developed by the School District with the cooperation of the Oregon Department of Education, the Office of Justice Programs, and the Bureau of Human Resources through CETA. The program helps children develop healthy self-concepts through a variety of means. Recognizing that children live in four worlds -- the home, the school, the peer group, and the community -- the Child Development Specialist Program works through all four worlds to affect the child positively and prevent developmental difficulties. The Office of Justice Programs has started a long-range evaluation of the program to determine its effectiveness in preventing potential juvenile delinquency.

The Bureau of Human Resources contracts with Senior Centers at eight locations in Portland. Benefits of several different kinds may follow from relocating Senior Centers in existing schools. First, the centers which are now rented by the City are not entirely adequate for current or projected needs. Shared maintenance of space within a school would give the seniors better facilities at a net savings for the City and the School District. In few sites other than schools can one find a kitchen, lunch-

room, gymnasium, auditorium, classrooms, and office space under the same roof. More importantly, seniors and children benefit from being around each other. Seniors can become valuable aides in classrooms and offices, while children can learn from the emotional, cultural, and intellectual wealth of senior citizens.

For people to take advantage of the social services available to them, people must know what those services are. The Portland Public Schools, recognizing this need, require their students to demonstrate a knowledge of the social service agencies and services available in the City. With the cooperation of teachers and principals, the schools could also let students take home information about social services to Portland's 32,000 school families.

SAMPLE PROGRAMS IN SUPPORT OF HUMAN SERVICES GOAL

EXISTING PROGRAMS	BUREAU	OTHER PARTICIPANTS
Youth Service Centers	BHR	National Council of Jewish Women; North Portland Citizens Committee; PACT; Urban League; YMCA; PPS; Others
Senior Service Centers	BHR	Loaves and Fishes; Various
Child Development Specialist Program	Office of Justice Programs; BHR; CETA	PPS; Oregon Dept. of Education
Community School Program	Parks	PPS; Various
Youth forums and publications	Metro. Youth Commission	PPS; Other Schools
Youth Crime Prevention	Police	PPS; LEAA; Various
Providing information on services and agencies	Metro. Youth Commission; ONA; BNE	PPS
POTENTIAL PROGRAMS		
Location of Senior Center at an existing school	BHR; Various	PPS; Various
Senior volunteers in schools	BHR: City-County Comm. on Aging	PPS; Various
Community School programs in social services (expanded)	Parks	PPS; Various

9. YOUTH AND EMPLOYMENT

GOAL

Promote opportunities for youth to gain training, work experience, and employment within Portland.

POLICIES

1. To work with schools toward developing preventative programs which will increase the employability of economically disadvantaged youth.

2. To promote programs that help youth make the transition from school to work, including the School District's career education, work experience, and magnet vocational programs.

3. To encourage all Portland students to continue their education until they have earned at least a high school diploma or its equivalent.

4. To participate with the School District on programs to train high school dropouts for work in the private sector.

5. To support joint efforts between the City and the School District to develop alternative education/work programs for economically disadvantaged youth who are potential school dropouts.

6. To join with the local education, business, labor, and private communities to explore ways to guarantee that a job will exist for every student who graduates from high school in Portland and who wants to work.

BACKGROUND

The twin problems of youth dropping out of school and youth unemployment unfortunately result in the problems of adult unemployment and underemployment. In the years since Oregon changed its laws to allow youth aged 16-18 to leave school to go to work, the retention rate in Oregon schools (the number of high school freshmen who graduate four years later) has dropped from 82.6% to 71%. The retention rate in the Portland Public Schools is about the same as the state average. However, fewer than 50% of the black students who entered high school in 1973 in Portland graduated with their class in 1978. (These figures do not include the unknown number of youths who earn high school equivalency certificates rather than ordinary diplomas; the state's records on equivalency certificates are not broken down by race or age.)

The Oregon Department of Education notes that 50% or more of Oregon's dropouts are 16 years old or younger. The employment these youth find, if any, is limited almost exclusively to trade and service jobs -- often part-time positions which do not lead to permanent employment. Throughout their working lives Oregon's dropouts pay a substantial penalty for not having finished school: Oregon men who have not finished high school earn about 30% less, year after year, than those who have graduated; Oregon women who have dropped out earn almost 40% less than high school graduates.

The unemployment rate for all workers in the City of Portland averaged 7.6% in 1977. Youth unemployment in Portland averaged 17.2% in 1977, while mi-

nority youth unemployment averaged 20.3%. This translates to over 3,000 Portland youths who are counted among the unemployed.

Work experience and training programs for youth not only address the problem of youth unemployment, but they also help introduce youth to the adult world. Working creates self-respect and maturity. As stated in the Portland Public Schools' policy on career education, "Every person who hopes to play a productive role in society must have some sort of occupational preparation since his or her place in society is, to a considerable degree, determined by his or her work role." In accordance with both District and State Department of Education policy, career education is integrated into the curriculum for students in all grades.

The School District offers vocational magnet programs at Benson, Washington-Monroe, Jefferson, Lincoln, and Cleveland High Schools; other vocational options, including Vocational Village and the Job Corps, are also supported by the District. Graduates from the District's vocational programs have found successful careers in many local businesses.

Currently, under discussion is a program to guarantee a job in local business or industry for every youth in the City who wants to work upon graduation from high school. A similar project is being tested elsewhere in the country.

SAMPLE PROGRAMS IN SUPPORT OF YOUTH AND EMPLOYMENT GOAL

EXISTING PROGRAMS	BUREAU	OTHER PARTICIPANTS
Youth Career Training Service Programs	Human Resources; PDC	PPS; Associated General Contractors; Carpenters Union & JATC; Various
Summer youth employment programs	BHR	Various
Cooperation with Portland Community College on vocational training	BHR	PCC
Programmer Pool	Computer Services	PCC; Various
Work study program in City bureaus	Personnel	Various
Benson High School Home Construction	PDC	PPS
POTENTIAL PROGRAMS		
Pilot program to guarantee employment to graduates of high school	BHR	Local Business; Labor; Education; Private Communities
Demonstration Program in dropout prevention/training	BHR	PPS
Analysis of City's future labor needs & labor force skills	OPD	Various

10. GENERAL CITY SERVICES

GOAL

Cooperate with School District #1 to provide or contract for services in order to minimize duplication and to reduce overall costs.

POLICIES

1. To cooperate with public schools as a high priority among public agencies.

2. To promote energy efficiency in public buildings including schools.

BACKGROUND

Priority services to the Portland Public Schools and other educational institutions reach a major portion of the City's population. Portland's population of approximately 380,000 persons includes about 90,000 youth aged 5-19. About two-thirds of these youths are enrolled in the Portland Public Schools. Of the remaining one-third, several thousand attend area community colleges, colleges, and private and parochial schools.

Helping the public schools helps the City. The Residential Mobility Study completed by the Office of Planning and Development in 1978 showed that people's perceptions of local schools play a role in their choice of neighborhoods. A recent Congressional study showed that the quality of local schools ranks high among factors affecting corporate decisions to expand or relocate their operations.

The City School Policy Committee's survey of all 55 City bureaus and agencies in 1978 revealed that 60% of the bureaus have ongoing service relationships with the Portland Public Schools, that over 50% of the bureaus participate in special projects with the public schools, and that at least 40% of the bureaus participate in programs with other educational institutions from pre-school through university graduate level. (See the Committee's companion report, "Programs and Activities in Education in City Bureaus" for further details.)

Continued fiscal restraints on the City, the School District, and other governmental units indicate the wisdom of continuing to explore and implement joint purchasing and service agreements. Sharing City and school equipment and expertise has helped solve neighborhood problems in the past, and will be essential in facing the complexities of tomorrow.

SAMPLE PROGRAMS IN SUPPORT OF SERVICE POLICIES

EXISTING PROGRAMS	BUREAU	OTHER PARTICIPANTS
Ordinary City services such as permit issuance, inspections, water, etc.	Various	Various
Joint purchasing agreements and information sharing on purchasing costs and procedures	Financial Affairs	Various
Maintenance operations at schools; emergency priority service for schools	Maintenance; Parks	PPS
On-call service for other public bodies including schools	Police; Fire; Emergency Communications	Various
POTENTIAL PROGRAMS		
Research projects with effect on school programming (population studies, energy audits, etc.)	OPD	PPS; PSU; Various
Shared Archive Project	Auditor	PPS
Inclusion of schools in City-County Central Services such as printing and mail delivery	General Services	PPS
Expanded contract services for City equipment, personnel	OMS; ONA; Computer Services; Elec. Services	Various
Participation of other public agencies in City auctions of surplus equipment	Financial Affairs	PPS; other school districts

APPENDIX I

CITY RESPONSE TO SCHOOL CLOSURES

(See City School Policy, Goal 2, School Closures)

Declining enrollments and budgetary restraints may force School District #1 to consider closing several schools. In order for the City to support any potential school closure, these procedures must be followed:

1. Early Notification

The School District will notify the Bureau of Planning, Bureau of Neighborhood Associations, and City School Liaison of enrollment declines or other factors that suggest the potential for closure of any school at least twelve months before a decision to close that school would become final.

2. Participation of Neighborhood Associations

Local neighborhood associations will be encouraged to participate in the school planning process through local school advisory committees and other means, to try to identify alternatives to threatened school closures.

3. Preference for Solutions through Facility Sharing

In considering alternatives to school closures, City bureaus will abide by the goals and policies of the City School Policy, particularly in regard to joint use of facilities and the maintenance of primary grades in neighborhood schools.

4. Conditions for Approval of Closure

If the City and School District have determined that joint operation of an underfilled school is not feasible, the City will support the District's closure of a school when the City agrees that the following findings of fact have been made:

(a) that a building is structurally unsound or that remodeling it for current school needs would be impractical; and

(b) that the School District can demonstrate that maintenance of primary grades or other educational programs at a facility would not be educationally sound; and

(c) that a school closure will not conflict with other City or School District policy, including neighborhood revitalization, land use plans, and integration of the School District; and

(d) that PPS staff, City planners, and neighborhood citizens have identified a better neighborhood use for the school building or grounds than use as a school; and

(e) that economic analysis demonstrates the clear financial advantages of a proposed closure.

5. Future Public Use

Once a decision to close a school has been made, the City will cooperate with the School Board in giving consideration to the best potential neighborhood or public use of that school and school site prior to its placement on the private market.

APPENDIX II

SCHOOL CROSSING LANES AND SAFETY PATROLS

(See City School Policy, Goal 6, Safety)

The City and the Schools share in the responsibility for the safety of children at school crossings. In assuring the safety of school crossings, the City will follow these procedures:

(a) In the protection of students at school crossings and in accordance with the D.O.T. manual on uniform traffic control devices, school rumble buttons, pedestrian-actuated signals, full traffic signals, painted lane markings, school crossing and parking signs, as well as student and adult traffic patrols may be used, in whatever combination that considerations of safety and fiscal responsibility shall allow.

(b) The City Traffic Engineer shall recommend to the City Council at which school crossing lanes traffic signals shall be installed.

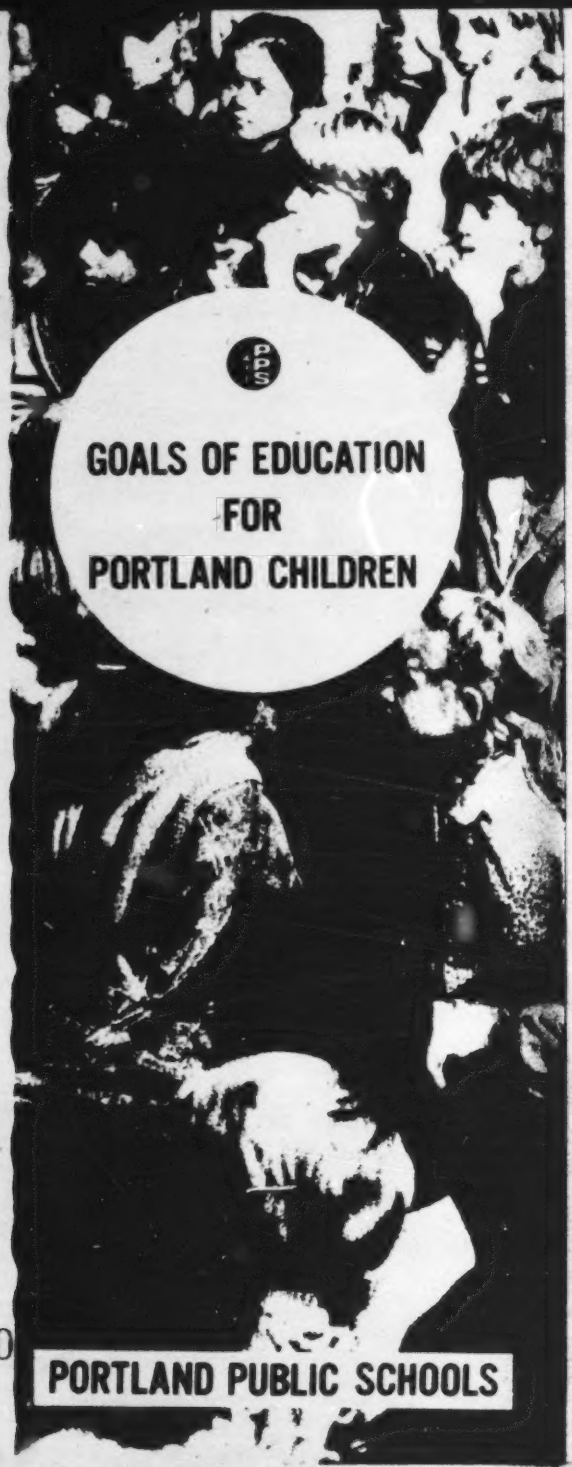
(c) At the request of a school, the Bureau of Police Safety Education Officers will train student traffic patrols. The Safety Officers will, in cooperation with the schools and the Bureau of Traffic Engineering, select school crossing lanes.

(d) At the request of the schools, the Portland Traffic Safety Commission, in consultation with the Bureaus of Traffic Engineering and Police, and interested citizens, shall determine at which crossing lanes adult guards are to be assigned.

(e) The City agrees to share the cost of adult crossing guards equally with schools participating in the program.

(f) Each school or School District participating in the Student Traffic Patrol Program must annually provide written confirmation that a school patrol member insurance policy is in effect for the school year.

(g) The City will cooperate with School District #1 in pursuit of federal, state, county, and private funding in support of School Safety Programs, including those enumerated here.



APPENDIX III

PORTLAND PUBLIC SCHOOLS

GOALS OF EDUCATION FOR

PORTLAND CHILDREN

At the request of and as a requirement by the State Department of Education, the Portland School District has developed a comprehensive statement of its goals of education. This statement is meant to be a declaration of principles upon which planning and decision making can be based. It represents those responsibilities which we have long recognized as expected of the public schools of Portland. Obviously, the responsibility is not that of the public schools alone, but is a shared responsibility of both the parent and the schools. This document, although written as a reference point, is not meant to be static and thereby unresponsive to a rapidly changing society.

THE GOALS FOR PORTLAND PUBLIC SCHOOLS ARE AS FOLLOWS:

Public schools in the United States, as developed throughout our history, represent a road — open to all children — to intellectual growth, personal development, and economic opportunity. The public schools serve the nation by helping students recognize our diverse cultural heritages and by opening to each successive generation the vast accumulation of human knowledge and experience.

The public schools have two major responsibilities in our society. The first is to impart to students a knowledge of subject matter. This includes teaching the skills which will enable them to utilize this knowledge responsibly, and to pursue lifetime learning. It also includes the development of an appreciation of the visual and performing arts which represent a fundamental part of our intellectual and cultural heritage.

Secondly, the schools must assist students in acquiring a logical and evaluative attitude of mind based on sound personal values in order that each student may become increasingly able to respond intelligently to the many economic, political, legal, ecological and social issues which are commonly confronted. With such acquisition each individual will be prepared to advance the common welfare and, through acceptance of moral responsibility, to live a satisfying personal life.

The public schools should provide a curriculum and facilities in which each child may have opportunities to experience achievement, satisfaction, self-realization, and social purpose. In the selection of content to be taught, there are three points of emphasis: (1) the nature of children, how they learn, and the differences in their intellectual, physical and emotional capacities, (2) the nature of an ever-changing society for which the schools pre-

pare young people, and (3) the nature and structure of subject matter.

Within this framework, the District will provide each student with the opportunities to develop:

- The skill to read, write, speak, listen, observe, analyze and compute effectively;
- The ability to think critically and logically and to express thoughts clearly;
- An understanding of self, the development of self worth and a respect for the dignity and worth of every individual;
- Respect for other persons' cultures, to develop insight into personal values and ethical principles, and to be able to live and work cooperatively with others;
- The knowledge and understanding of the significance of the family, the elements of successful family life and personal relationships, and their meaning for the individual and society;
- An understanding and knowledge of our history, political system, legal institutions, and diversity of cultures, and of those of other countries and people, as well as the skills and understanding necessary to become an effective citizen of the community, our state, our nation and the world;
- An understanding of the methods of science, the influence of science on human life and current scientific concepts and theories concerning the nature of the world and of human kind;

- The knowledge necessary to understand the elements of our economic system, and the rights and responsibilities of producers and consumers of goods and services;
- The knowledge and skills necessary to develop, protect and enhance physical and mental health;
- The capacity to appreciate and participate in literature, art, music, drama, and dance;
- The knowledge and understanding necessary to function as a steward of the environment;
- The ability to use leisure time to advantage and to develop interest which will lead to activities that yield satisfaction to the individual as well as those that are socially useful;
- The skills, knowledge and attitudes which are necessary to perform socially useful and personally gratifying work, including pursuit of further study or related work experiences.

ADOPTED BY THE BOARD OF EDUCATION,
SCHOOL DISTRICT NO. 1,
PORTLAND PUBLIC SCHOOLS,
AT THE NOVEMBER 14, 1977
REGULAR MEETING OF THE BOARD.

BOARD OF EDUCATION

Evelyn Crowell
Frank McNamara
Jonathan Newman
Vally Priestley
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Beverly Anne York

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Superintendent

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For additional copies of the proposed City School Policy, or for copies of the companion document, "Programs and Activities in Education in City Bureaus," please write or call:

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